

Message Text

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FM AMEMBASSY KUALA LUMPUR

TO SECSTATE WASHDC 4151

C O N F I D E N T I A L SECTION 1 OF 2 KUALA LUMPUR 4413

E.O. 11652: GDS

TAGS: SNAR, MY

SUBJECT: SUMMARY OF MALAYSIA NCAP

REF: (A) STATE 152578, (B) KUALA LUMPUR 4019

1. THIS TELEGRAM TRANSMITS A SUMMARY OF A THE NARCOTICS ASSESSMENT AND STRATEGY PAPER FOR MALAYSIA. THE FULL PAPER AND THE BUDGET ANNEX ARE BEING POUCHED THIS WEEK.

2. THE UNITED STATES NARCOTICS INTEREST HERE IS TO STOP INTERNATIONAL TRAFFICKING THROUGH MALAYSIA. FEW DRUGS ARE PRODUCED IN MALAYSIA, BUT THERE IS A SMALL AND GROWING DOMESTIC HEROIN ADDICTION PROBLEM INVOLVING YOUNG PEOPLE OF ALL RACES. THE INCREASING ABUSE OF HEROIN BY MALAYS HAS BEEN THE MAIN FACTOR IN FOCUSING THE MALAY-DOMINATED GOM'S ATTENTION ON ITS NARCOTICS PROBLEM. MALAYSIA IS A MAJOR TRANS-SHIPMENT POINT FOR HEROIN PRODUCED IN BURMA AND THAILAND AND SOLD IN EUROPE. ETHNIC CHINESE SYNDICATES CONTROL THIS TRAFFIC THROUGH THEIR CONNECTIONS IN OVERSEAS CHINESE COMMUNITIES IN THE RELEVANT AREAS. HEROIN IS BROUGHT INTO MALAYSIA FROM THAILAND, GENERALLY OVERLAND, AND FLOWN OUT TO EUROPE ON COMMERCIAL FLIGHTS. ALTHOUGH THERE MAY BE A GROWING VOLUME OF TRAFFICKING TO AUSTRALIA, THERE IS LITTLE EVIDENCE YET THAT LARGE QUANTITIES OF HEROIN GO DIRECTLY TO THE UNITED STATES.

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3. MALAYSIAN NARCOTICS LEGISLATION IS ADEQUATE FOR DEALING

WITH OFFENDERS WHO ARE CAUGHT IN POSSESSION OF DRUGS, BUT THERE IS NO CONSPIRACY LAW FOR GETTING AT FINANCIERS AND OTHERS WHO DO NOT HANDLE NARCOTICS DIRECTLY. THEREFORE THE GOM HAS RECENTLY TURNED TO THE EFFECTIVE USE OF A BROAD GAGE EMERGENCY ORDINANCE TO DETAIN FOR INDEFINITE PERIODS WITHOUT TRIAL THOSE FOR WHOM IT HAS EVIDENCE OF TRAFFICKING. THERE ARE THREE MALAYSIAN ORGANIZATIONS CHARGED WITH NARCOTICS ENFORCEMENT: THE CENTRAL NARCOTICS BUREAU, WHICH HAS TRADITIONALLY BEEN UNDERSTAFFED BUT WHICH SEEMS NOW TO BE EVOLVING INTO A CENTRAL COORDINATING BODY RATHER THAN AN ENFORCEMENT AGENCY IN ITSELF, THE CRIMINAL INVESTIGATION DIVISION (CID) OF THE ROYAL MALAYSIAN POLICE, THE MAJOR ENFORCEMENT AGENCY; AND THE ROYAL CUSTOMS. ALL OF THESE ORGANIZATIONS CONTAIN WELL-QUALIFIED AND EXPERIENCED PERSONNEL AND THEY HAVE A MANDATE FROM THE HIGHEST LEVELS OF THE GOM TO DEAL WITH DRUG ENFORCEMENT. CORRUPTION IS NOT A PROBLEM IN THESE AGENCIES. UNFORTUNATELY, THEIR EFFORTS HAVE NOT BEEN WELL COORDINATED IN THE PAST AND THE RELATIVELY LOW PRIORITY GIVEN NARCOTICS CONTROL BY THE GOM (PARA 4) MEANS THAT FINANCING AND MANPOWER FOR DRUG ENFORCEMENT ARE LIMITED.

4. THE GOM HAS OFFICIALLY DECLARED AND CONSTANTLY REITERATES THAT NARCOTICS ENFORCEMENT, BOTH DOMESTIC AND INTERNATIONAL, IS A MAJOR NATIONAL GOAL, AND THE GOM PERCEIVES THAT SUCH ENFORCEMENT IS IN ITS OWN SELF-INTEREST. HOWEVER, MALAYSIA FACES AN ACTIVE AND GROWING COMMUNIST INSURGENCY IN THE SUPPRESSION OF WHICH THE POLICE PLAY THE MAJOR ROLE. THEREFORE, PRIORITY GIVEN COUNTER-INSURGENCY FAR SURPASSES THAT GIVEN ANY OTHER POLICE TASK, INCLUDING NARCOTICS ENFORCEMENT. ALSO, THE GOM VIEWS ITS DOMESTIC NARCOTICS PROBLEM AS A MUCH MORE SERIOUS ONE THAN THE INTERNATIONAL TRAFFICKING THROUGH MALAYSIA, SO GOM EFFORTS ARE CONCENTRATED MORE ON THE DIFFICULT JOB OF INTERDICTING THE FLOW OF HEROIN INTO THE COUNTRY THAN ON STOPPING THE TRAFFIC OUT AT MALAYSIA'S FEW INTERNATIONAL AIRPORTS. MALAYSIA MAKES ACTIVE USE OF INTERPOL COMMUNICATIONS CHANNELS AND HAS RECENTLY SIGNED AN ASEAN DECLARATION OF PRINCIPLES TO COMBAT THE ABUSE OF NARCOTIC DRUGS, BUT INTERNATIONAL ORGANIZATIONS ARE NOT OTHERWISE INVOLVED IN COUNTRY PROGRAMS.

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5. GIVEN THE CONSTRAINTS OUTLINED ABOVE, MALAYSIA HAS MADE PROGRESS IN NARCOTICS CONTROL IN THE PAST YEAR. PUBLIC EXPRESSION OF THE COMMITMENT TO DRUG ENFORCEMENT HAS INCREASED; HEROIN SEIZURES ARE UP; THE ALREADY GOOD PROGRAM OF COOPERATION WITH DEA HAS CONTINUED TO IMPROVE. PROGRESS MUST BE VIEWED THOUGH IN THE LIGHT OF THE RELATIVE PRIORITY GIVEN NARCOTICS CONTROL AS LONG AS MALAYSIA FACES A COMMUNIST INSURGENCY.

6. MALAYSIA ENFORCEMENT AUTHORITIES ARE COMPETENT AND ARE NOT RECEPTIVE TO LARGE-SCALE ADVICE OR ASSISTANCE FROM ANY COUNTRY, INCLUDING THE UNITED STATES, IN THEIR NARCOTICS CONTROL EFFORTS. OUR NARCOTICS STRATEGY SHOULD BE AIMED AT SLOWLY IMPROVING THE GOM DRUG ENFORCEMENT EXPERTISE AND GUIDING THEIR EFFORTS IN DIRECTIONS WHICH WILL MORE DIRECTLY MEET OUR INTERESTS BY:

- A) MAINTAINING LIAISON BETWEEN THE USG AND GOM AUTHORITIES, ESPECIALLY IN THE TRANSFER OF NARCOTICS INTELLIGENCE;
- B) CONTINUING TO TRAIN GOM ENFORCEMENT OFFICIALS; PARTICULARLY IN SPECIFIC NARCOTICS-RELATED TECHNIQUES;
- C) ENCOURAGING THE GOM TO CONCENTRATE THEIR EFFORTS MORE DIRECTLY ON INTERDICTING THE FLOW OF HEROIN OUT OF MALAYSIA RATHER THAN ON PREVENTING ITS IMPORTATION;
- D) CONTINUING TO ENCOURAGE THE GOM TO REGARD THE INTERNATIONAL HEROIN TRAFFIC AS A SERIOUS WOULD PROBLEM WHICH MALAYSIA IS IN A POSITION TO HELP SOLVE;
- E) ENCOURAGING A MORE COORDINATED NARCOTICS CONTROL EFFORT WITHIN THE GOM.

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INFO OCT-01 ISO-00 DEAE-00 CIAE-00 INR-07 IO-13 JUSE-00

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C O N F I D E N T I A L SECTION 2 OF 2 KUALA LUMPUR 4413

7. OUR NARCOTICS ACTION PROGRAM FOR THE NEXT FIVE YEARS WILL HAVE THE FOLLOWING ELEMENTS:

- A) CONTINUE THE EXCHANGE OF INTELLIGENCE BETWEEN DEA AND THE MALAYSIA CNB, CID AND CUSTOMS. THIS FACILITATES ARRESTS

AND SEIZURES BOTH IN MALAYSIA AND IN EUROPE AND ENABLES US TO BETTER MONITOR TRAFFICKING PATTERNS THROUGH THIS PART OF THE WORLD; IT IS THE MOST IMPORTANT PART OF OUR PROGRAM AND SHOULD CONTINUE TO REMAIN SO.

B) FOCUS OUR NARCOTICS TRAINING PROGRAM ON ENHANCING THE GOM'S SPECIALIZED NARCOTICS CONTROL EXPERTISE BY USING THE DEA EXECUTIVE OBSERVATION PROGRAM INTENSIVELY TO PROVIDE A DRUG ENFORCEMENT PERSPECTIVE TO THE EMERGING MALAYSIAN NARCOTICS CONTROL HIERARCHY; PLANNING IN ADVANCE THE NUMBER OF MID-LEVEL OFFICERS TO BE TRAINED; AND INCLUDING IN THE ITINERARIES OF MOST OBSERVERS AND TRAINEES SIDE TRIPS TO THIRD COUNTRIES, ESPECIALLY IN EUROPE, WHICH ARE DIRECTLY INVOLVED IN TRAFFICKING THROUGH MALAYSIA.

C) CONTINUE DEA'S EFFORTS TO PROVIDE DISCREET ADVICE TO THE GOM AUTHORITIES ON NARCOTICS CONTROL TECHNIQUES.

8. THE PRIMARY CONTACT BETWEEN THE USG AND THE GOM ON MOST OF OUR PROGRAM IS MADE BY THE TWO DEA AGENTS ASSIGNED TO KUALA LUMPUR. THE EMBASSY NARCOTICS COORDINATOR, THE DCM, ASSISTED BY A POLITICAL OFFICER, KEEPS OVERALL CONTROL OVER THE COUNTRY PROGRAM, DETERMINING ITS EMPHASIS AND ASSURING CONFIDENTIAL

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ITS IMPLEMENTATION AND MAINTAINS CONTACT WITH SENIOR GOM OFFICIALS. THE GOM'S CONTRIBUTION TO NARCOTICS CONTROL IS SERIOUS BUT IS NOT LARGE AND WILL REMAIN LIMITED AS LONG AS THE INSURGENCY KEEPS IT HIGHER PRIORITY.

9. WE RECOMMEND THAT WASHINGTON APPROVE THREE HIGH-LEVEL GOM NARCOTICS OFFICIALS FOR THE DEA EXECUTIVE OBSERVATION PROGRAM DURING FY 1977. WE WOULD ALSO APPRECIATE EARLY NOTICE OF THE KINDS, NUMBERS AND DATES FOR FUTURE TRAINING PROGRAMS IN THE U.S. SO THAT WE CAN COORDINATE WITH THE GOM FOR THE FUNDING OF TRAINEES' TRAVEL AND BETTER IDENTIFY POTENTIAL TRAINEES.
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